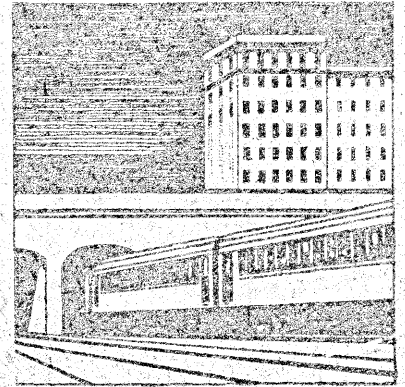
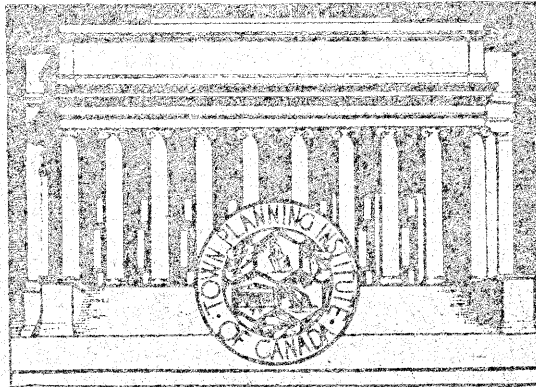
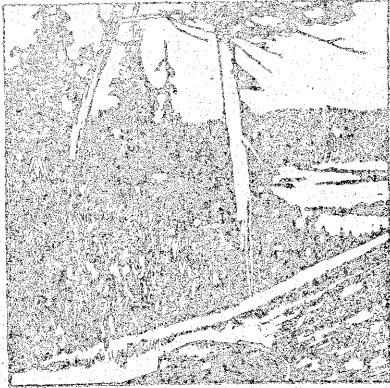


# TOWN PLANNING



## THE JOURNAL OF THE TOWN PLANNING INSTITUTE OF CANADA

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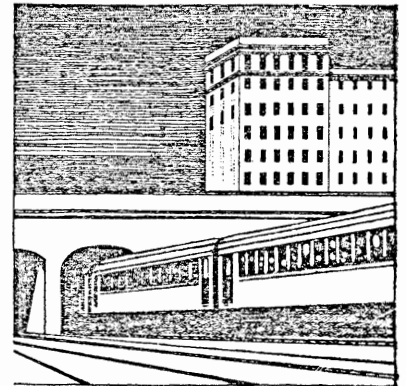
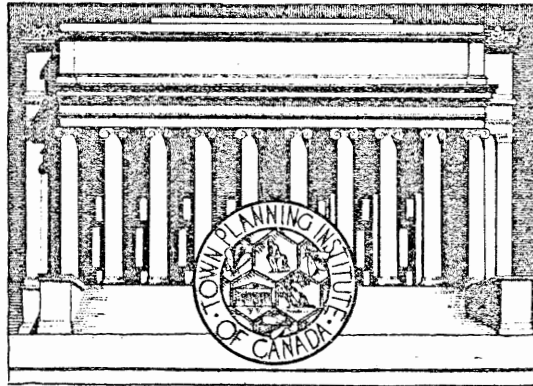
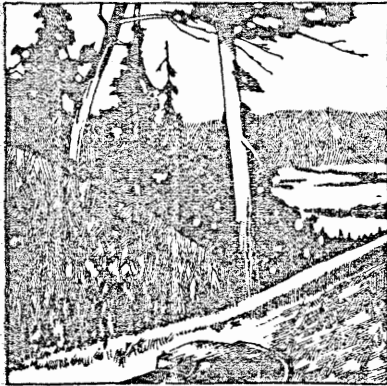
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*Town planning may be defined as the scientific and orderly disposition of land and buildings in use and development with a view to obviating congestion and securing economic and social efficiency, health and well-being in urban and rural communities.*

### NEWS AND NOTES

#### Programme of the Montreal City Improvement League

The Canadian town planner who, for his own spiritual relief when beset with sterilizing discouragement, should set out to make an anthology of Canadian movements which have some intellectual sweep behind them, and which forecast, not only the temporary embellishment but the transformation of town and city conditions in Canada, would come sooner or later to Montreal. For he would know that great thinking is going on there among the men of the City Improvement League under the town planning chairmanship and guidance of Mr. Percy E. Nobbs, with many coadjutors of fine spirit and talent both among the French and English speaking community who are doing work out of their own time and expense which

would belong to professional staffs in a more advanced state of town planning civilization. The province of Quebec and the city of Montreal will surely realize before long the value of the educational work which the City Improvement League of Montreal is doing and will get behind it with the magic and power of government authority.

Already there are whispers that the province of Quebec may yet construct some town planning organization which will surprise the rest of Canada both by its thoroughness, sweep and efficiency. The mere whisper of such possibility is testimony to the success of the work now being done by the City Improvement League of Montreal.

A writer in *The American City* sets forth a number of causes which seem to him to account for the lack of city planning activity in many quarters where city planning boards and commissioners are practically inert. These comprise:—

1. Lack of a broad conception of their subject and their functions.
2. Lack of understanding and consideration by the municipal government.
3. Lack of public encouragement, generally due to the taxpayers' misconception of city planning.
4. Lack of appropriation adequate for the retention of technical advisers and a working staff.
5. Self-sufficiency, and aversion to "outside experts."
6. Lack of time for the work, due to demands of personal business.
7. Jealousy and opposition of certain public officials.

The cure for all this, according to the writer, is EDUCATION and, though this may seem at the outset a slow and disappointing method, there is little doubt that it is the only effective one.

Reactions to such a realization are two-fold. One is that if this is the only way to progress the case is hopeless, and the other is that if this is the only way to progress the earlier the educational process is begun and the more vigorously it is prosecuted and stimulated the quicker the goal will be reached.

The Montreal City Improvement League has pledged its faith and endeavours to the second of these reactions, and because its leaders know their subject and realize the enormous task before them in preparing the way for the replanning of Montreal, and the planning of the region round and about it, they make no pretense that the educational task before them is easy or that superficial and temporary devices are worth their attention. They have done some great thinking as the following notes will show.

During the last year they worked with splendid energy, in the accumulation of funds to make possible lectures, the issue of pamphlets, maps and plans. The number of meetings they attended and the amount of valuable time they expended could scarcely be comfortably measured by themselves. Among busy professional men and women the reaction to such a year of voluntary labour is commonly a slump. With other and private duties demanding their attention they usually decide that they cannot any longer spare the time. Such has been the past history of the Montreal City Improvement League.

There is to be, however, no cessation of energy during the year 1927 and the work has already commenced. A sum of \$10,000 is to be collected, and all town planners will hope that a rich city like Montreal will again respond to the prayer of the League.

What we have called the sweep of their studies may be gathered from an address to the Town Planning Committee, delivered by Mr. Nobbs on March 9th. In reviewing the situation Mr. Nobbs stated that during the last season the problems connected with the traffic plan had received attention; opportunities had been given to those interested and willing to record their views, and a large body of ascertained facts had been compiled. The Committee's report before the close of the year had touched upon the

necessity for legislation to control sub-division and facilitate expropriation. The report had also contained an estimate of time and cost involved in the production of a comprehensive plan of development, and an adequate zoning system; it had concluded with a suggestion as to this year's work which had been accepted by the City Improvement League.

Mr. Nobbs suggested that during the coming year the researches of the Committee might be directed towards the economic problems of property in land, sub-division in relation to use, and the amendment of expropriation law in such a way as to facilitate the work which Montreal and other cities in the province must face during the next twenty-five years. Last year's research might be considered to have covered the existing situation and the general requirements by means of a technical committee composed largely of engineers and architects. It is felt that the services of economists and lawyers might with advantage be enlisted now.

He said that the purpose of the meeting was to arrange for the carrying on of these studies, in the first instance through the agency of a sub-committee which might preserve its strictly technical character and which this year would require reinforcement from the ranks of the legal profession and the real estate board of Montreal, the Anti-Tuberculosis and General Health League might with advantage also be associated with the season's work of this sub-committee. The sub-committee would thus contain architects, engineers, doctors, economists, lawyers, realtors and civic officials.

As examples of subject matter which should find a place in this year's work, Mr. Nobbs cited the following dozen problems as worthy of study: (1) Obstacles to community planning on the Island of Montreal; (2) possibilities of co-partnership in the province of Quebec; (3) municipal independence in sub-division, and the degree of control feasible or necessary; (4) economic and legal distinctions between urban, suburban and rural land; (5) sale and use as motives in the design of sub-division; (6) obsolescence as a factor in the life of residential areas; (7) economic and legal problems of re-subdivision; (8) opportunities for dignified sites in connection with new radial and diagonal thoroughfares; (9) the conditions for public or private enterprise in improvement schemes; (10) recent developments in expropriation law in Europe; (11) legal, economic and cultural obstacles to zoning; (12) the acquisition of an outlying park system.

Town planners of active interest all over Canada will look forward to the time when the provincial and civic authorities of Quebec and Montreal will get behind this committee with all the power and encouragement at their service. An organization which can so manifestly win the respect of outsiders deserves well of its own Plenipotentiaries and Powers. The choice of committees both for town planning work and for other purposes shows a fine catholicity and denotes without doubt a sincere desire on the part of the League to spread as widely as possible the honours

associated with this movement and the responsibility that attaches to it.

The Committee, in appointing Mr. Noulan Cauchon as Technical Adviser, to be called in from time to time as necessity and funds allow, has also set an example to other Canadian town planning organizations in seeking the assistance of distinguished Canadian planners of proved experience and ability.

Not so long ago a Toronto University student walked up to a town planning lecturer and said: "I should like to take up this work but I cannot see that the towns and cities of Canada are making it worth while for me and others of us to do so. As things are, to take it up would mean to leave the country."

Yet town and regional planning are unexploited mines of civic wealth—if the civic authorities but knew it. The sheer advertising value of a properly planned town has yet to be discovered in Canada.

### **The Regional Planning Movement in British Columbia**

The idea of regional planning can no more be confined to one country than the latest developments in telephony and electricity. It is too great an idea and too vitally charged with human benefit for that. Ideas take no note of national boundaries and ask only intelligence for the planting of their seeds. The British Columbia group of town planners are breaking the ground for regional planning in their own wonderful field of activity. If they succeed the movement will spread throughout Canada, because men will be caught into a stream of tendency without in the least knowing when or where their minds were impregnated by the magic of a great new idea. If the men so caught up claim themselves to have given birth to this idea no great harm will be done. There is no other way of progress except by allowing men paternity in ideas that have been presented to them as lusty infants. Social life without irony is inconceivable.

A Vancouver planner, we notice, has been reproved by a local suburban paper for wandering over the district as a missionary of regional planning. He has been solemnly advised to stick to his work in Vancouver, and let the region alone. The idea, however, has got loose in the Vancouver region and even if the town planner could be deported the idea could not.

Regional planning is now spreading all over the world and is transforming the whole concept of local government. It is breaking down the sterile parochialism of littletown management and making that overweening sense of importance which so often attaches to the local official ridiculous and grotesque. It is calling him to the regional view. It is showing that a village, a town, a region, does not belong to a group of officials but to the Community, smaller or larger, until the Community becomes the Nation, and that the progressive welfare of the Community is the only test of competent government.

Mr. King's fourth factor in "Industry and Humanity", the Community (Capital, Labour, Management and the Community) is waking from the dead.

Here is a list of regional planning schemes in England and Wales, presented by Mr. George L. Pepler, chief town planning inspector to the British Ministry of Health, to the International Confederation of Housing and Town Planning.

It shows a total of 40 joint regional planning organizations in England and Wales which have agreed that certain objectives of public welfare, such as arterial roads, parkways, water supplies, sewerage services, recreation parks, preservation of beautiful and historic places and industrial areas can be secured by public-spirited and civilized co-operation among local authorities which cannot be obtained by isolated and confused endeavour, or by the inertia that usually follows ultra-jealous regard for individual prerogatives.

These 40 schemes comprise 576 local authorities; more than 6,000,000 acres of land; nearly 16,500,000 "souls," and taxable values of more than \$475,000,000. At present the organizations are voluntary, supporting themselves by voluntary taxation until an enabling act gives them the legal power they need. In the United States, Germany and other European countries and in New Zealand enabling legislation has been secured. This means that some important governments have already been convinced that regional planning has won its right to support.

Some little thinking is required to catch the immense significance of this list. Students of democratic government will remember something of the historic devolution from autocracy through representative government down to local autonomy. It was then thought that democracy had triumphed and all would be well.

But democratic reformers had not properly measured the appalling consequences to human beings of any kind of government in the hands of incompetent, untrained and uneducated men. Towns grew up without any reference to design, beauty, efficiency, public health and public happiness, with practically no reference other than to traffic in land and real estate. Many of them killed themselves by sheer stupidity and inefficiency.

Some time a reaction was due and was inevitable. The thought-stuff had to come from the laboratory of trained men. Science and social philosophy had to find the way out. Many minds collaborated and decided that the way out was regional planning, cooperation among groups of authorities for certain social benefits that were necessary and indispensable for a higher form of civilization, but cooperation informed with new methods and new ideas of procedure and responsibility. These thinkers were persuasive men; they met calmly the torrent of objections, mostly adhering to the rights of local authorities to do as they liked and to act in more or less sterile isolation. They showed to the individual councils that they and their communities might get more for themselves and their people by civilized cooperation than by jealous



REGIONAL PLANNING SCHEMES IN ENGLAND AND WALES

Region	Year of Forma- tion	Local Autho- rities	Acreage	Popula- tion	Rateable Value £
Northern					
Doncaster .....	1920	8	108,465	139,938	1,013,351
Manchester .....	1921	96	653,888	2,978,557	19,690,131
South Tees-side .....	1921	7	38,707	210,262	1,145,081
Dee-side .....	1921	6	67,558	81,716	491,491
South Tyneside .....	1922	16	99,401	741,728	3,124,671
North Tyneside .....	1922	14	137,237	533,887	3,409,901
Rotherham .....	1922	7	67,856	156,064	824,171
Wirral Peninsula .....	1922	8	59,653	315,780	2,096,441
Lancaster and Morecambe .....	1923	5	15,283	69,702	396,501
Leeds and Bradford .....	1923	42	246,609	264,110	8,000,001
Great Crosby and District .....	1924	4	14,937	64,374	443,461
North Tees-side .....	1924	3	20,583	75,511	465,801
North East Lancashire .....	1925	21	240,164	510,573	2,600,001
Preston .....	1926	5	62,273	166,403	935,481
Midlands					
Mansfield .....	1922	10	118,615	152,833	664,701
Nottingham and District .....	1923	13	174,375	414,261	2,200,201
Midlands .....	1923	58	666,851	2,309,392	12,000,001
North Staffordshire .....	1924	8	108,507	357,008	1,563,961
Chesterfield .....	1924	8	115,175	186,443	762,231
Mid. Cheshire .....	1926	12	279,445	192,037	1,025,241
Southern					
West Middlesex .....	1922	18	72,208	408,194	2,940,441
North East Surrey .....	1922	11	77,668	422,840	3,039,101
Thames Valley .....	1922	12	31,597	266,917	1,750,001
South Essex .....	1923	12	187,227	606,047	2,984,991
East Kent .....	1923	17	185,156	298,938	1,699,141
Bristol,Bath and District .....	1924	14	321,525	619,105	3,654,271
Worthing and District .....	1924	3	15,156	41,455	283,311
North West Kent .....	1924	14	157,754	289,432	1,800,001
South West Kent .....	1925	10	225,807	157,157	1,251,621
Hertfordshire .....	1925	35	404,523	333,195	2,191,621
Arundel and District .....	1926	3	24,955	19,136	106,131
Mid Surrey .....	1926	5	96,016	96,083	655,091
West Surrey .....	1926	7	149,305	113,408	774,991
North East Kent .....	1926	11	147,059	192,576	858,161
Brighton .....	1926	12	76,888	240,911	1,875,591
North West Surrey .....	1926	7	61,145	91,676	713,311
Wales					
East Glamorgan .....	1923	15	221,034	812,579	3,904,451
Mid-Glamorgan .....	1923	7	110,579	113,571	463,391
Afan and Neath .....	1923	4	90,794	118,626	511,851
West Glamorgan .....	1924	8	230,190	318,254	1,377,981
Totals for 40 Joint Committees .....		576	6,181,168	16,460,679	95,688,353

isolation. Certain benefits were common to a region and could be secured more economically and efficiently by cooperation. One district might have land which another had not and which would serve more than one district for recreation and the cooperation of several districts might make a recreation scheme possible when no single district could bring it into being. Many local authorities were ready for the idea; others

which had strenuously objected for a time were won over.

This list of British regional planning organizations may not have news value to the press agencies comparable to the affairs of "Peaches" Browning, but may be noted by some future Empire historian of the quality of John Richard Green as one of the most significant features of Twentieth Century history.

Some readers may remember Green's efforts to write a history of England that would be something more than a string of battles and royal imbroglios and would bring to light such movements of social thinking and striving as had deeply affected the welfare and happiness of the common people.

If the question is asked in this connection: Does human nature change? Will local authorities surrender some of their privileges for a greater good, the answer is in the affirmative. Human nature changes, when it changes its thinking.

The public control of the hydro-electric business in Ontario for the benefit of the public; the nationalization of railways; the prohibition and, later, the provincial management and sale of liquor, with legislation for hours of labour and minimum wages in Canada—whatever the individual may privately think on these matters—mean that a sufficient number of persons, trained to the concept of unlimited competitive individualism and the sacred right for those who could to make money, whatever the cost to the human creatures who assisted them—have changed their thinking and, therefore, their "nature" to make these things possible.

All these changes, and many more, mean that the Premier's fourth factor in industry—the Community is asserting its rights and is compelling notice of its needs from those who govern it and make money out of it.

They mean the emergence of the social idea, with the welfare of the community at the root of it and not merely the welfare of Trade. They are the labour signs of the new Scientific Humanism, which Greece, with all its aristocratic refinement and England, till well on in the nineteenth century, practically forgot.

Regional planning in England, in Europe and in the United States is changing the whole concept of local government and the changed thinking is changing the human nature of local governors. As soon as town planning got under way it ran against the city limits. Over there was another local authority, perhaps poor in financial resources and poor in ideas and perhaps working in an exactly opposite direction to the town planners of the larger centre; probably building new slums, scattering their development, but proud of and jealous of their autonomy and not to be bullied into any new-fangled notions by their bigger brother.

The town planners of the larger centre ran against problems they couldn't possibly solve without the cooperation of neighboring authorities—because they were regional problems—arterial roads, sewerage and water supply and open spaces for parks and recreation grounds which could not be secured within the city limits.

The idea of regional planning was born. Cooperation of a number of local authorities for the common good of the region, with reasonable and proportionate sharing of the cost.

The campaign for regional planning began. Many local authorities would have nothing to do with it. It would mean more taxes, lessening local autonomy, in-

terference with the immemorial right to do things badly. Any town planner who has struggled with the small local authority will know the psychology.

The British Columbia group of town planners stand at the beginning of this great movement in Canada. They are making history for Canada, of which few people are aware. The Montreal City Improvement League are also consciously facing regional planning. Toronto, Winnipeg and Ottawa will be facing it sometime in the future.

#### **Mr. Walker's Plan of Quilchena Park, B.C.**

Attention is called to Mr. J. Alexander Walker's plan for a new residential subdivision near Shaughnessy Heights, Vancouver, and accompanying description. Behind the present progress of town planning in British Columbia, has been a group of active minds, aware that an age of discovery had broken in regard to "the Scientific and orderly disposition of land and buildings, with a view to obviating congestion and securing economic and social efficiency, health and well-being in urban and rural communities," and desirous of bringing the benefit of such discovery to their own incomparable territory.

Among this group Mr. Walker has been an ardent and patient worker for many years, undaunted by official opposition and undismayed by the apparent lack of opportunity to exercise a profession to which he and others had given years of study.

The changed outlook towards, "the disposition of land and buildings" which Mr. Walker and his confreres foresaw has come in the Vancouver region. Some fifteen years ago the Canadian Pacific Railway planted a really beautiful example of modern planning at Shaughnessy Heights and proved beyond doubt that good planning meant efficiency, economy and beauty. Beside it the planless gridirons of stumps and swamps that led South Vancouver into such a mess of financial and other difficulties stood condemned as economically wasteful and scientifically and artistically stupid. Contrast, the most effective kind of instruction, was established. Residential development, it was proved, with brains and taste behind it, cost no more than primitive wild-cattling, and was not only organically and socially efficient but responsive to the deep hunger for beauty which every civilized home-maker feels.

The demand for scientific planning was born and was supported and advocated by more or less furtive and dangerous journalism. The town planning group was formed; one Bill after another was "turned down" in the Legislature, but, eventually, the Provincial Government was won over and even undertook a magnificent planning scheme for their own lands. The city council required no more persuading but actively demanded all the town planning they could get, the more compulsory the better and the Real Estate brotherhood at last saw the obvious, namely, that orderly and scientific planning was good for them as for everybody else.

Study of Mr. Walker's plan will show all kinds of "amenities" offered to prospective residents, never

dreamed of in the earlier form of Vancouver suburban development—yet the prices of lots, so far as we can judge, are no more than those secured for stumps and swamps fifteen years ago, when the residents built their shacks at the risk of blowing them down at some future date with blasting stumps.

Mr. Walker claims that what have hitherto been regarded as disabilities or “physical handicaps” have been in this case and can be in many cases, transformed into positive assets by scientific and artistic planning. The aim has been, apparently, not simply to get rid of a number of lots in the quickest time and at a maximum profit but to prepare homesites

ready for occupation by homemakers who want homes that did not carry with them the burden of ten years of toil and worry to secure the common amenities and utilities of decent living. We have said many times that in this country of great space suburban division of land into 25 ft. lots, is a crime against civilization. The promoters here offer practically nothing below 50 ft., with veto for a term of years, at least, on the right to put more than one house on each lot, and by responsible and civilized arrangements with the municipality, telephone company and the employment of a capable planner, are able to present homesites ready for occupation such as they themselves would need and demand.

## Quilchena Park, British Columbia

By J. ALEXANDER WALKER, C.E., B.C.L.S.

Probably one of the most unique subdivisions in the West is Quilchena Park which is situated near the Shaughnessy Heights area of Vancouver, British Columbia. From the town planning engineer's point of view it is unique in the many interesting problems which were encountered. In addition to the most unusual outline of this parcel of land, a street, (Cypress Street), already had been projected through the easterly portion of the property. A study of the contours will show the steep slope which had to be dealt with in the westerly portion.

The property, comprising an area of nearly seventeen acres is about fifteen minutes by automobile from the centre of the city and, though cleared and seeded down, had been lying vacant for many years. The area to the east, south and west had been subdivided and built up and the land to the north had been leased and developed as a golf course. A syndicate of business and professional men of Vancouver, seeing the possibilities of the tract as a homesite project, decided to take it up for development.

Although the area has very irregular boundaries and lies on a fairly steep hillside, it has been so planned that these apparent disadvantages now enhance it. The irregular boundary on the south allows for the projection of a gracefully curved street on an easy gradient and, from the abutting lots a magnificent unobstructed view of English Bay, the mountains back of North Vancouver and, in the immediate foreground, the green fairways of the golf links, is afforded. In short, the promoters have capitalized the physical handicaps of the terrain.

All the by-laws of the District of Point Grey relating to subdivisions have been observed, with one or two exceptions which were allowed. All the lots are over 5,000 square feet in area, and the majority of them considerably over this area. With very few exceptions the lot frontages are 50 feet or over. The exceptions are cases where the lot either has two frontages or flares back from the street at such an angle that less than 50 feet was allowed.

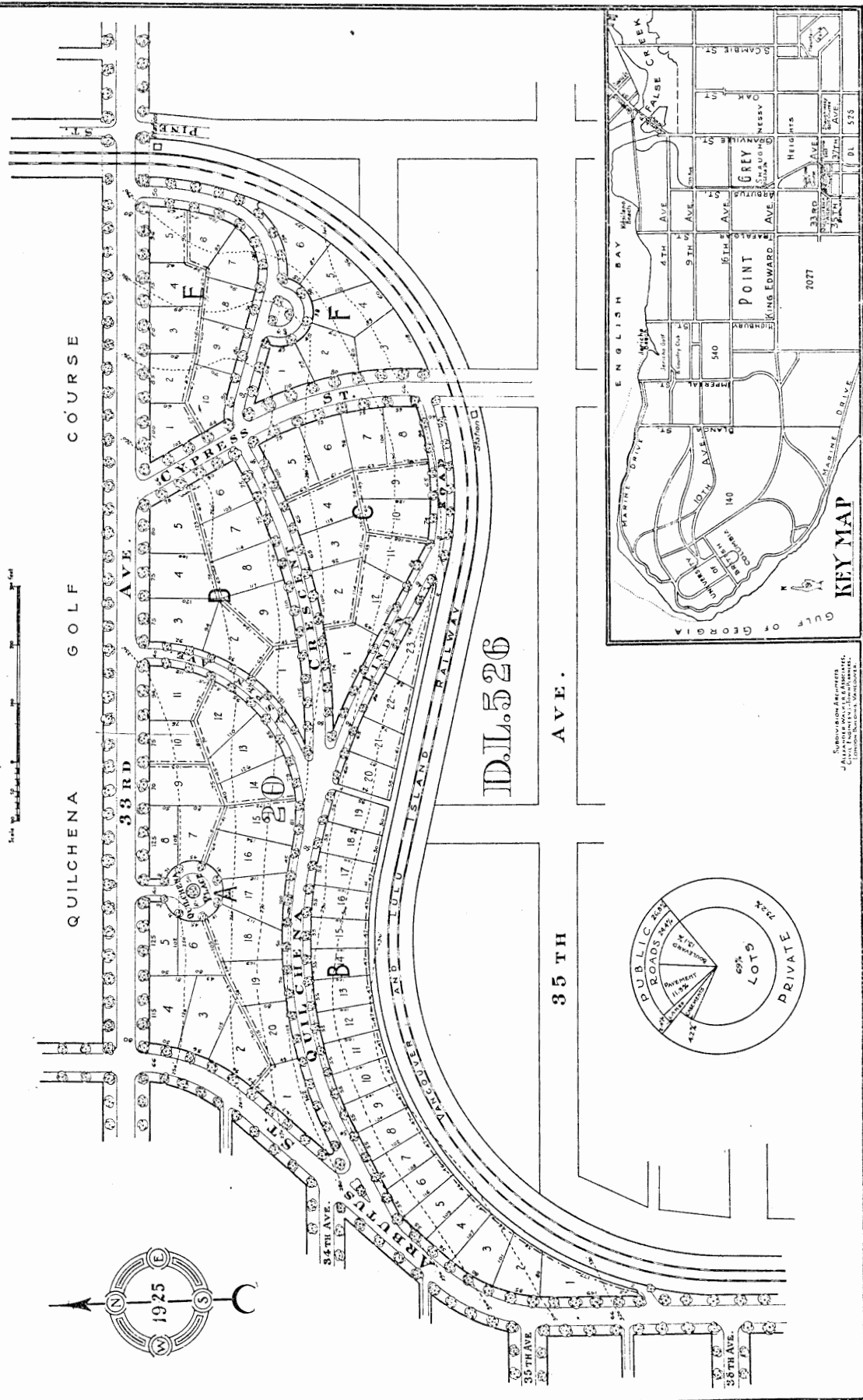
Relative to the roads the following points will be

observed: Arbutus Street, which is a continuation of West Boulevard from Kerrisdale, is 66 feet wide and is the main highway to the city from that portion of Point Grey. Thirty-third Avenue is a registered 80 foot cross street and leads to Granville Street, the main street of Vancouver, three blocks east. On the south and east is the Vancouver and Lulu Island Railway right-of-way. This railway is operated by the British Columbia Electric Railway Company. A very good service is maintained and Quilchena Park is served by three stations, at Thirty-third Avenue, Cypress Street, (Strathcona East), and at Thirty-seventh Avenue, (Strathcona). The main road through the property is Quilchena Crescent which is 50 feet wide. At the easterly end it parallels the electric railway line so as to obviate a dangerous crossing and the purchase of private land near Thirty-fourth Avenue to gain access to Pine Street. Cypress Street, as before mentioned, was surveyed 66 feet wide and was formerly designated as an easement by the Vancouver and District Joint Sewerage and Drainage Board for a trunk sewer. Aspen Avenue, Linden Road and the small connection to Quilchena Place being minor streets, are 40 feet wide. A small turnout, off Quilchena Crescent, is designed to afford access to lots in Block “F”.

A comparatively new departure in connection with subdivisions was adopted in the case of Quilchena Park. Provision was made, by way of easements in lieu of lanes, for public utility facilities. These easements were registered along with the plan of the survey so that the purchaser of each lot affected knew exactly what to expect. In most cases the easement consists of a 5-foot strip along each side of the lot line. In *Telephone Talk*, a monthly magazine published by the British Columbia Telephone Company in the February, 1926, number, the following appears with other reading matter citing poor examples, under the caption, “Providing Telephone Facilities Is a Co-operative Task”:

A good example of this co-operation was provided recently when those in charge of the new

## Block 20 D.L.526 N.W.D.





subdivision, Quilchena Park, in Point Grey, consulted the telephone company as to whether the steps taken to provide for the telephone pole lines were satisfactory. In this instance easements have been registered wherever pole lines will have to be placed, and in this way the poles are kept off the streets. The company appreciates the foresight shown. It is being more and more widely recognized that it is in the interests of land owners to provide adequately for public utilities when making plans.

These easements also allow for the laying of sewers and water services and for electric light services.

Although the subdividers paid for the work, the Municipality of Point Grey graded the roads and lanes to their own plans and profiles. Under the Local Improvement plan the roads have been paved with a 5-inch rock base and a 2-inch black top and the lanes macadamized; concrete curbs and gutters and sidewalks have been laid; sewer and water mains installed and ornamental lighting placed, concrete standards being used for the latter.

Between Blocks "D" and "E" and "E" and "F" there was quite a deep ravine. This has been filled in with ashes and earth and, after settlement, will receive the usual treatment as to the utilities.

The heaviest grade is on Cypress Street which is about 12 per cent from Quilchena Crescent to the railway crossing. This was unavoidable owing to existing conditions. The maximum grade otherwise, is on Quilchena Crescent and is less than 4 per cent. This grade prevails for a short distance only.

In the seventeen acres, eighty lots have been obtained. Approximately four and a half acres are in roads and lanes. Altogether, the promoters feel that they have been very successful in their enterprise as the majority of the lots have been sold and a great many homes have been built.

The situation, surroundings, contour and layout have given Quilchena Park a certain charm which has appealed to the public. All these attributes have been augmented by the vendors, who have imposed protective building conditions which provide that, up to the year 1940, not more than one single-family dwelling of a value of not less than \$4,000.00 may be erected on each lot. No time limit, however, is set within which a dwelling may be built. The area, of course, lies within the "Residential District" as defined by the Point Grey Zoning By-law.

Quilchena Park is a striking example of how areas, which from their outline and topography appear so difficult as to seem hopeless of economic treatment, may, by careful planning, be given character and interest without making them expensive to develop.

## NEWS AND NOTES

(Continued)

### British Columbia's Capital City is Zoning

Victoria, the capital city of British Columbia, has committed itself to a zoning scheme and has appointed a zoning engineer, Mr. J. H. Doughty-Davies, who

has promptly formulated a zoning plan, particulars of which we are permitted to reproduce from an address delivered by Mr. Doughty-Davies to the Real Estate Board of Victoria. It will be a matter of interest to other cities and should be of especial interest to the city of Ottawa, where zoning appears to be meeting with powerful opposition from "interested parties," that the most active agency in securing zoning for Victoria has been the Real Estate Board.

Toward the close of his address Mr. Doughty-Davies points out that the most scientific way of procedure for Victoria would be to decide upon a comprehensive plan of which zoning would be a necessary part.

Our president, Mr. Seymour, recently pointed out in a public address in Vancouver, that zoning, so far from being the first step towards planning should really be the last. On this continent, however, zoning was the first factor in planning which attracted public attention, because its benefits were the most obvious and the tendency has been to regard it as the whole meaning of planning and to substitute it for the comprehensive plan. Mr. Doughty-Davies sees this tendency at Victoria and quite properly points out the mistaken procedure, but like many other planners he has to work to the measure of his opportunity, with the hope that, once planning is initiated, the whole public and official mind will learn something more of its real scientific implications and authorize a scientific and comprehensive plan.

Meanwhile it is excellent news that Victoria's "beautiful situation" has adopted a zoning scheme to guide its future development and to save it from jumble building. It will be noticed that the height regulations show no obsession in favour of skyscrapers.

Following is the substance of Mr. Doughty-Davies' address:

### ZONING VICTORIA, B.C.

Before any zoning regulations could be drawn up or boundaries decided upon that would be in any way final, several factors had to be considered. Each town differs in its growth and development and in the reasons for the growth, requiring special investigation and individual treatment—what suits one town would often be detrimental to another—and so the following factors had to be considered, past development, present conditions, and probable future development; existing uses, existing densities, heights of buildings, customs of the people and trend of affairs; street service and general lay-out; sewer systems and capacity and others. It was possible then to compare the probable uncontrolled development with the ideal and to ascertain the reasons for the difference between the two which gave a knowledge of what was required to guide the development so as to approach this ideal. As a means to this end an occupancy map was prepared which showed the density of settlement, and the nature of occupancy of the individual lots, and notes were made of the existing chief traffic ways. To do this a personal survey was made on foot covering two hundred miles of streets, and runs were made into the surrounding municipalities to determine their in-

fluence on local development. Street studies were made, and the connecting routes between different districts ascertained, and a schedule of present and required roadway widths in the various zones was drawn up.

As a result of this study several blind streets were discovered, and others set out at impossible grades. As an example, I can refer to Cook Street, which should be an important cross-town street connecting Fairfield with Cedar Hill Road and Hillside. Due to lack of foresight in the original plan we have a grade running up to the Orphanage which will prevent any great use of this part of the street. Many subdivisions have been set out without any regard to those adjacent, with the most ridiculous consequences. All this points to the necessity for more thought in the design of new subdivisions and the advisability of a central authority exercising proper supervision over proposed subdivisions.

A study of the past growth of the city shows that it was never a hundred-per-cent industrial city, and that one of the chief factors in its development has been its climate. This will become more potent under improved and faster means of transportation. More and more tourists come here every year, and unlike Caesar they come, they see and are conquered, and add to the number of permanent residents. For this reason we should bend every effort toward making the city as attractive as possible, improve the present lay-out and guide its development into the best channels.

In consideration of these points the following classification was decided upon, and suggested zone boundaries mapped out.

The uses are classified as follows:—

Residential A for private residences.

Residential B for private hotels and boarding houses.

Residential C for apartments

Included in the appropriate classes are other residential uses such as schools, hospitals and so forth.

The commercial zones will be two in number, one for offices and stores, and the other for theatres and garages.

Industries are taken care of in two classes also, the light industrial class for warehouses and non-objectionable uses, and the factory class for industries which are objectionable by reason of the emission of dust, noise, smoke, fumes and odours.

Provision is made in the most suitable localities for factories and warehouses; and the commercial area as at present zoned will accommodate one hundred thousand workers, despite the fact that a six-storey limit is imposed in the smaller part of the commercial zone, and a four storey limit in the larger part.

In view of the preceding remarks regarding visitors it is obviously necessary to provide sufficient area to accommodate them. They are housed in four ways; furnished houses, apartments, boarding houses and hotels. The demand for furnished houses and the fact that Victoria is largely a residential city, call for a greater proportion of dwelling house districts

than would be the case in a purely industrial city, and accordingly the necessary provision has been made. Apartments and boarding houses require like localities—convenience to the city centre, or to beaches or other attractions responsible for the presence of visitors; and these considerations guide in the selection of suitable localities. When this is done the localities have to be divided into zones, some meeting with apartment requirements and others better fitted for boarding houses. The chief consideration now is the roadway width. In an apartment area the population is denser than in a residential district, this means a greater number of automobiles per unit of street length, and consequent greater roadway width requirement. In a purely residential street twenty-seven feet is ample but in a street serving an apartment area thirty-six feet should be the minimum. These dimensions are multiples of the average car width, which is taken at nine feet. In an apartment street it is necessary to provide space for parked cars at each curb and for two lines of traffic. If it is also a through street serving two important districts, two additional lines of traffic must be provided, that is, a width of fifty-four feet. Where these widths are present or obtainable in suitable localities, apartments are permitted, where they are not available in similar locations, there is obviously the place for boarding houses.

These considerations are not all, but are instanced to give you some idea of the factors that have to be taken account of, both in classifying the uses and setting the boundaries of the zones.

Now we come to the height and area districts. It has been decided tentatively to have the following height districts: two and a half storey or thirty-five feet, three storey or forty feet, four storey or fifty feet, six storey or sixty-five feet, and a possible ten storey or hundred foot district to take care of existing buildings only.

There are four groups of area zones. The first is applied to dwelling house districts and requires a twenty-five foot setback from the street line. This is quite a general regulation, and as a matter of fact is the average in Victoria. No buildings will be allowed nearer the street line than eight feet and they only when the majority of the buildings in the same block are at that distance. Side yards will be required with a minimum width of six feet, and the buildings allowed to take twenty-five per cent of total lot area with an extra five per cent allowed for buildings under twelve feet in height, which takes care of garages. In the second zone, which applies mostly to apartment areas, fifty per cent of the lot area can be taken up by a dwelling house and sixty per cent by an apartment or other building. An increase of fifteen per cent is allowed on corner lots. In an area district No. 3 buildings may occupy seventy per cent of interior and eighty-five per cent of corner lots. This district will coincide generally with the commercial zone, and the area requirements apply at the level of the first floor. In an area district No. 4 certain court and yard areas are required for the

purpose of preventing unhealthy and insufficiently lighted rooms in factories.

None of the regulations will be retroactive but will apply only to new buildings and uses.

As you have seen, the zone boundaries are determined by a forecast of the logical development of existing street systems. Should these develop illogically a considerable part of the work would be made abortive. In order to get the best results of the present work it should be assisted by a city plan which would control the development of the city as a general whole.

### **Obligatory Town and Regional Planning in New Zealand.**

The following summary of the town and regional planning situation in New Zealand has been communicated to *The American City* by Mr. R. B. Hammond, Director of Town Planning for New Zealand.

In this summary it will be noticed that the tendency manifest in all countries to make town planning legislation as obligatory as sanitary law has reached a logical culmination. The ultimate justification for sanitary law is the protection of public health. Civilized nations are now so accustomed to the compulsion of sanitary law, on this ground, that it would be almost impossible to find a sane person kicking against it. If it is inconvenient at times to be compelled to install sanitary provisions on land and in dwellings where population attains a certain density, every person knows that if this were not generally done he himself might become a victim to disease, due to other people's exercise of freedom to injure their neighbors.

The same argument is emerging in regard to town planning, with the same base, primarily, that is public health, but with other bases also, such as the preservation of property values, the public right to sunshine and air and the aesthetic rights of the Community to resist the development of needless ugliness in the town or city where they must spend their lives.

The ethic of the matter has been stated by Premier King in "Industry and Humanity."

Private rights cease when they become public wrongs. Is not this the principle underlying law and order in all civilized communities? Is it a principle from which communities can depart without inviting anarchy? It cannot be contended that what is a matter of grave concern to the public is a matter of exclusive concern to private parties. There is no right superior to that of the community as a whole.

In any social view of things, private ownership of land and capital can have but one justification. That justification, in a word, is community service. Private property exists because of an implied return to the Community in virtue of an actual or implied concession. When private ownership in land and capital becomes anti-social, the Community may be expected to see to the organization of society on some other basis. It is not because of inalienable and indefeasible right that private property exists; it is because

no other system has thus far been devised which having regard for human nature and the complicated character of social relations, seems, on the whole, to serve as well, from generation to generation, the needs of men living together in an organized society.

The "other basis" is being found in the Garden City principle of Land for Use only and for such uses as do not injure the Community but contribute to its well-being.

But meanwhile, so long as private ownership in land prevails, most countries are deciding that some restriction must be placed on the private person's right to use land anti-socially, as in the creation of slums or dwelling places that are inimical to health.

England tried to meet such abuses of freedom by the enactment of successive housing laws but finally realized that something more was needed for health and amenity than attention to mere structures. That something was the scientific planning of land for various uses so that a town should not be a jumble of multifarious uses but should have order and design. Behind all this was the humanitarian impulse but also the artistic impulse which springs toward beauty and order and the scientific impulse which asks for efficiency. Thus the town became an object of study as a social organism and not as a congeries of accidental and unrelated accretions.

It was at once understood that just as sanitation could not be achieved without the compulsion of law no more could town planning. The legal obligation was laid on towns of more than 20,000 persons, but applicable only to unbuilt land. Objection to any compulsion of this kind appeared in abundance, but it soon subsided, and towns not under compulsion began to ask for technical advice and direction towards the planning of their areas.

By this time it may be said that public opinion has been educated in England and the heroic objection to compulsion, met there as everywhere, has declined to something like an occasional whimper from "interested parties" here and there. Reason, *mirabile dictu* has prevailed.

New Zealand, learning from the experiences of the Mother Land, and experimenting with and arguing the case for permissive or obligatory town planning law, has now jumped ahead of its instructress and has decided to "call upon" all towns of more than 1,000 persons to prepare a plan within three years and has even made regional planning obligatory.

Here is the summary:

The subject of town planning legislation, which has been much discussed in this country for some years past, was taken up in earnest by the Government in 1926, and a comprehensive Town Planning Act was passed. Under this new law, which went into effect on January 1, 1927, all boroughs with a population of 1,000 or over are required to prepare a local town planning scheme, a three-year period being allowed for the completion of the work. The position of Director of Town Planning Board was established.

Each local town planning scheme is submitted upon completion to the Town Planning Board for provisional approval. This having been secured, the plan is made public in order to give citizens an opportunity to file objections. These requests for modification must be referred to the Board for decision before the plan is amended and final approval granted.

Realizing the difficulties that would arise if a city were, for example, to plan its main thoroughfares without regard for conditions obtaining beyond the city limits, provision has been made for regional planning schemes for rural areas. Under the Town Planning Act, county councils may be called upon to co-operate with the borough councils in preparing a regional plan for the districts under their jurisdiction.

The cost of carrying out the new town planning schemes will be partly met through assessments against landowners, amounting to one-half of any increase in the value of their property that can be directly attributed to the adoption of the town plan. The balance of the necessary funds will be secured by the local authorities under the Local Bodies' Loans Act.

### Honouring Sir Ebenezer Howard

Members who subscribe to *Garden Cities and Town Planning* (twenty-five cents a month could not be better spent, since this journal reflects admirably both British and world news and views) will not have missed the tributes paid to the founder of the English Garden Cities by his compatriots and especially by the British Minister of Health, Mr. Neville Chamberlain, at a dinner given in his honour.

Said Mr. Chamberlain:

We see in him the pioneer of a great idea; an idea fraught with enormous possibilities for good for the people of our country. He has been more fortunate than some pioneers. You may remember, for instance, that some 400 years ago there was a certain Sir Thomas More, who also had notions about the way in which cities should be run; and he put his ideas in a book. What was the result? The next thing we hear of him was that his head was cut off and the very name of his book has passed into a byword as a visionary of an impracticable scheme. Our guest has never lost his head either in bad fortune or good; on the contrary, by a combination of vision, common sense, tenacity, and imagination he has overcome all difficulties; so that to-day we can pay him honour in the very place in which his great idea has come to fruition. The time has not come to write his epitaph—I hope it will be a long time before it does—but I do not think we could find anything more appropriate than that given to Sir Christopher Wren: *Si monumentum requæris, circumspice*.

Garden Cities (Mr. Chamberlain continued) had been singularly fortunate in having enlisted the services of a number of gentlemen with equal

enthusiasm and ability, who had devoted themselves to the interests of the Garden Cities without any thought of their own personal comfort, leisure or material welfare. We could not expect that this good fortune could be indefinitely repeated; and if this movement were really to take on the proportions that were necessary to make a substantial contribution towards our social problem, it seemed to him that we should have to enlist the aid of the machinery of organization of Government either locally or nationally or, perhaps, both. In his opinion the time was not ripe for an advance of that kind just yet. He did not think the financial position of the country would allow it. He was not at all sure that public opinion had advanced sufficiently to give the necessary support and drive to a proposal of that kind; but he thought it might come in the future.

In responding Sir Ebenezer skipped lightly over the personal aspect of the celebration and disagreed agreeably with the Minister as to the ripeness of public opinion in England to warrant Government support of the movement.

He was not going to argue with Mr. Chamberlain about a more immediate advance of the Garden City movement. He had heard with great interest what Mr. Chamberlain said and saw the force of it. Sir Ebenezer added that he believed Mr. Chamberlain was mistaken. He might be entirely wrong in saying that, for it was a matter of the future, and the future was always uncertain. If the movement were to advance it must be taken up in thorough earnest. It was the safest investment for any country, whether done by the State, private individuals, or by organizations.

It is interesting to see that only a question of pace divided the two opinions. The Minister of Health, himself the first chairman of the Birmingham Town Planning Commission, has expressed the view, on more than one occasion, that, sooner or later, the British Government will accept the Garden City solution of the housing problem and place behind it the powerful machinery of government organization. This will mean public ownership of land, so that the community may reap the benefit of its increments in values, which it has created and control its planning in the interest of public health and well-being.

### British Pioneers of Town Planning

The national tribute to Sir Ebenezer Howard naturally occasioned some review of the world-wide influence exercised by Sir Ebenezer's book "*Garden Cities of Tomorrow*" and the work initiated by him, established in England and carried to the ends of the earth by a multitude of disciples.

The town planners who are leading the Canadian movement do not fail to inform themselves on foreign activity but sometimes, even in professional circles, one runs against appalling ignorance, not only of world town planning but even of distinctively Cana-

dian contributions. "What is this octagonal (sic) planning of Cauchon's?" we were asked the other day, by someone who might have been expected to know the difference between a hexagon and an octagon; and even among Canadian surveyors one meets condescending doubts as to whether this thing will "do". One has to say with apologetic humility "It is doing all over the world." Then comes, "Well, I must read something about it."

Possibly the following paragraph from *Garden Cities and Town Planning* may catch the eye of some Canadian surveyor who does not know whether town planning will "do". It is written with civilized restraint and no one who knows the facts will find in it the chauvinist's hand:

The few articles which this present issue contains testify to the fact that the town planners, legislators and engineers of the world are learning and practising a science and art which must, in time, become the dominating remedy for many modern ills. And we may here take some pleasure in the fact that the movement which is now all but universal began in Old England. The few British pioneers who led the movement are familiar figures at International Congresses; their works and achievements are known and read of all men, and we are able to recognize in the city plans, regional surveys, nation plans, trebaten, tvindorpen, gartenstadte, cités-jardins and citti giardini the crop from our original *Garden Cities of To-morrow*, the seed sown by Sir Ebenezer Howard. We note, too, that the technical periodical literature which we receive in such profusion from abroad is, year by year, engaged on studies such as ours, and that the structure of the professional surveys, reports and plans is becoming standardised to models that are familiar to our members. Town and country planning, indeed, is fast becoming one more of the sciences which spread infectiously from land to land, uniting men and nations in fundamental concerns, breaking down prejudice by the discovery of common needs and wisdom, overlapping tariff walls and ignoring contradictory political conceptions and institutions.

### A Great Town Planning Immigration Scheme

The advantage of world news to Canadian planners is illustrated by another article in the same journal entitled, "Town Planning in Greece under the League of Nations" which is too interesting and suggestive to Canadian minds, faced with the age-long problem of immigration, to overlook. Incidentally, it may help to settle doubts whether the League of Nations is or is not what this journal calls it, "The most beneficent institution in the world."

A commission of four persons, under the League of Nations, whose names are not given, has settled on Greek soil in five years half a million refugees driven across the Aegean by the Turks in 1922, and this during a period of political strife and rebellion.

The story of this great town planning immigra-

tion project is so circumstantial and provocative of thought for Canadian readers that any summary would but spoil its importance. We reproduce it entire:

When the Turkish armies finally threw the Greeks back across the Aegean in 1922, there began the greatest trek known to history, for nearly one and a half million refugees of Greek origin and race poured into Greece from Asia Minor and Eastern Thrace. These unhappy people were entirely destitute and an emigration on so vast a scale presented a problem with which the Greek Government was unable to deal unaided. Moreover the political unsettlement that might result from such an influx into a country of only 5,000,000 was a possibility which other countries could not regard with equanimity, particularly when so perilous a region as the Balkans was concerned.

Fortunately there was international machinery ready to hand to deal with such a situation in the League of Nations. In the first instance, the League, through its High Commissioner for Refugees, Dr. Nansen, administered relief in co-operation with the Red Cross and other organizations. Epidemics amongst the refugees were also checked by the effective measures taken by the League's Health Organization. These relief measures were, however, but necessary palliatives. What was needed was a scheme whereby these people could be rendered self-supporting once more.

Now the League was at this time tackling the problem of the financial reconstruction of Austria, involving the floating of a loan of £30,000,000. In 1923, as a result of the success of the Austrian scheme, the Greek Government appealed to the League for help in raising an international loan of £10,000,000 for the settlement of the refugees. This was floated in 1924, that section of it raised on the London Market being hugely oversubscribed.

The League Commission appointed to carry out the settlement consisted of four members, two representing the Greek Government and two the League of Nations. At the end of 1926 the League published a comprehensive report on the work accomplished during the past three years. It points out that the Refugee Settlement Commission "has produced a profound effect upon the political, social and economic life of the country." Of the refugees themselves, it is stated: "They are hard-working, methodical, honest and perfectly straightforward in the matter of repayments . . . . . They have cleared waste land and rendered rocky, arid stretches fertile. The amount of arable land has been trebled in Greece during the last four years."

Most of the settlement work has been of a rural character, and hundreds of villages have been built by the Commission. A certain amount of urban building on a fairly large scale has, how-



ever, also been undertaken by the Commission. The Greek Government itself built for the urban refugees 22,337 dwellings of every possible variety, from sheds made of planks for temporary shelter to fine blocks of flats. The Commission, however, only builds dwellings of a permanent character capable of being let or sold. Eventually the Greek Government transferred to the League Commission the property contained in the four large quarters which the Greek Government had begun to build at Athens and the Piraeus, as well as those at Eleussi, Volo and Edessa.

The buildings erected by the Commission are of masonry, brick cement or of concrete slabs, and all are roofed with tiles. Up to the end of 1926 the Commission had completed 16,700 urban dwellings.

The following description of the newly built urban refugee quarters is taken from the report: "The large refugee quarters at Athens, the Piraeus and Salonika are genuine towns with twenty or thirty thousand inhabitants. The rather uniform effect of these buildings, which from a bird's eye view gives the place the appearance of a camp, is often broken by some happy arrangement of lines as at Byron and Ionia. The uniformity is rendered less evident by the habits of the people, who, owing to the smallness of the houses and the width of the streets, like to pass a part of their time on the walks in front of their doors, and this effect will be very substantially diminished when the trees of every sort, which have been planted indiscriminately, have grown to a certain size. The huge squares which have been designed, and on to which on holidays the cafes, restaurants and cinemas disgorge their public, offer a very animated picture with the arrival and departure of the motor buses, which ensure frequent communication between the settlement of the centre of the town. It is hard to believe that these decently dressed men and women full of life and with something to spend on their armaments, are the same who landed on the shores of Greece three years ago naked and starving and in many cases carrying in their arms dead children whom they did not know where to bury.

In these same urban quarters the Commission has built, or is in course of building, school premises fully up-to-date as to the internal arrangements, and their furnishing and each quarter is provided with a dispensary or hospital. Creches and evening schools have also been erected, these being let at low prices to the Government, the Greek Red Cross or charitable institution responsible for their organization. As a result of voluntary subscriptions made by the refugees, it has been possible also to begin building churches.

The water supply has presented serious problems to the Commission and important work has

been undertaken to ensure the water supply of its urban quarters.

Apart from the buildings erected by the Commission in these refugees quarters, a number of industrial undertakings are being established by commercial enterprise. In the quarters of Athens and the Piraeus, there are already thirty-six industrial establishments, including twenty-seven carpet factories, four weaving shops, a chocolate manufactory, a nail factory and ceramic works.

This very brief sketch of one aspect of the work which the League of Nations has been doing in Greece is perhaps sufficient to show that it has been remarkably successful in a very short space of time. Indeed, the success of the scheme prompted the Bulgarian Government last year to appeal to the League for help in raising an international loan for dealing with the similar but very much smaller refuge problem which confronts the Bulgarian Government. The League approved the raising of a loan of £3,000,000 for this purpose and this was floated at the beginning of this year. Like the Greek loan it was hugely oversubscribed.

#### Mr. Cauchon appeals to Arts and Letters

Mr. Noulon Cauchon, lecturing recently to the Arts and Letters Club of Ottawa said, in part:

"The historical characteristic of all great reforms that have benefitted humanity is that they have always been proved impossible before somebody proved them possible by making them actual. It is said that a farmer, brought to view one of the first experiments with a locomotive, declared that it would never start. After he had seen it start he declared with equal confidence that it would never stop.

"Every person who thinks at all about the conditions of the modern town or city knows that there are four problems that cry out for solution:

1. How to relieve traffic congestion.
2. How to relieve congested living and working conditions.
3. How to give to human beings the maximum of sunlight.
4. How to save life and especially the lives of children from the dangers of modern traffic.

"I have been saying for some time that hexagonal planning, that is, the arrangement of city blocks in the form of a hexagon or six-sided figure, will go a long way to solve these problems, and while I have arrested a few men and left them thinking and made at least one man late for business because his bath room floor was planned on the hexagonal system and so fascinated him that he could not get on with his shaving, I have met a large number of men who appear to see clearly that the thing is impossible or, at least, that their grandfathers never did it.

"Let me say, first, then, that hexagonal planning would provide, in the place of untidy backyards, a mothers' park or children's playground in the interior of the block, where children could play in sight of or in charge of their mothers.

"Now in the city of New York, on an average, between sunrise and sunset every day during the first eight months of last year some child was ground to death under the wheels of a motor car. As a news item that impinges on your consciousness and is promptly forgotten. But suppose the child were yours and you had to gather up its broken body with its beautiful life extinguished, would you feel quite so ready to join the cheap talk about that marvellous city or the groups in every city who cry down as 'fads' every effort to relieve what good and wise New-Yorkers themselves are calling 'municipal murder'?"

"Once again—keeping close to the humanities, don't you know the present form of planning in rectangular blocks and the present congestion of building deprive you and others to a disastrous extent of the greatest contribution to health, I will not say next to food, for it is food as it is the magic contribution that makes food build up your bodies, I mean sunshine?"

"Hexagonal planning would give such a new orientation of streets as to supply the maximum of normal access of sunshine to them and the maximum average of penetration of the sun's rays—heat rays, light rays and the germicidal ultra-violet rays—to the insides of houses and also to business 'containers', be they shop, office or factory. Are you not willing to help to bring the day when people will refuse to live and work in places where no sunshine can possibly enter? Have you not seen for yourselves these last few weeks the accumulated filth of dirty snow and ice remaining on the south sides of streets long after the north side has been mercifully cleared? Can you not apply the logic of that to the rooms on that side of the streets?"

"So much has been said of the evils of congested living that I need only say that in this great country of almost immeasurable spaces it is a crime against humanity to crush our people into narrow sunless dwellings or to allow them to be so ill-treated. Well-known outside observers usually say very little of a critical nature about Canada but I could give you a series of quotations from their speeches, the substance of which would be, 'Why are you repeating the ghastly mistakes of the older countries and planting new slums in this country of great open spaces?'"

"I come now to considerations of traffic. As things are at every rectangular intersection of streets there are sixteen possible collision points while there are only three at a three-way intersection and even these are minimised by the larger angle of visibility—a most important consideration in the prevention of accidents."

#### **Seventh Annual Convention of the Town Planning Institute of Canada.**

Arrangements are well in hand for the Seventh Annual Meetings of the Institute, to be held at Vancouver, May 26-28.

The Vancouver group are casting their net far and wide in a determination to enlist the interest

and sympathy of the Western public, and especially of provincial and municipal officials in the West, in a movement which they believe is destined to have a profound influence for good upon the social and economic prosperity of Canadian towns.

It is hoped that the main addresses will be published in *Town Planning* in time for the Conference so that delegates may have opportunity to study them beforehand and have thus a better chance than is customary to take part in discussion.

Possibly summaries of papers will be accepted at the conference to leave more time for free discussion and visits to town planned areas and the wonderful natural attractions in which the Vancouver region is so opulent.

The provisional programme, drawn up by the Vancouver group, includes official addresses by Hon. R. R. Bruce, Lieut.-Governor of the Province of British Columbia, Hon. T. D. Pattullo, Minister of Lands and Mr. Louis D. Taylor, Mayor of Vancouver.

Addresses are scheduled by A. E. Foreman, of Vancouver, "A Major Street Plan for Greater Vancouver;" Alfred Buckley, Editor of *Town Planning* "Garden Cities;" J. Alexander Walker, of Vancouver, "Company Towns;" A. G. Dalzell, of Toronto, "Housing;" Noulau Cauchon, of Ottawa, "A Federal Plan for Ottawa;" W. D. Hudson, of St. Louis, "The Vancouver Plan;" H. F. Kingery, of Chicago, "Regional Planning;" and papers by Stewart Young, Director of Town Planning for the Province of Saskatchewan and M. A. Lyons, Town Planning Comptroller for Manitoba on "The Need of Technical Staffs for Provincial Town Planning." Mr. T. D. le May has promised a paper on some aspect of Toronto planning. Mr. B. L. Lambuth will speak on "Longview."

Excursions will include visits to the University Endowment Lands, Dunbar Heights Re-plotting Shaughnessy Heights, Marine Drive, and Point Grey. An exhibition has been arranged and it is hoped some reflection of the conference will be seen at the local moving picture houses.

#### **Forecasting the No-Tax Town.**

It is exceedingly difficult to get a discussion of the lines of pure reason of the disastrous social and economic effects of private manipulation of land values. Everywhere on this continent the newspaper reader hears of men who have attained riches almost overnight by some lucky gamble in land values, and immediately he genuflects before the lucky striker and decides that this is the divine provision for getting rich without working. Rarely does he consider that every such "strike" places an additional burden on industry and commerce and increases the cost of every article he has to buy.

The common sense revolt against this economic and social iniquity is steadily finding expression especially on the European continent, and in some things more than indignant gasps and pious ejaculations.

Let those who doubt it consider the following statement of the peaceful revolution wrought in this

regard at the second Garden City, at Welwyn.

A writer in the *Welwyn Garden City News* uses the method of contrast to establish his thesis. A new terminus of the Hampstead Tube Railway has been constructed at Edgware. One man with an initial capital of \$25,000 buys land in the vicinity. In a few months he has increased that sum by \$125,000.

Then the writer states his case for Welwyn Garden City, organized without hurting anybody, on rural land but developed on the principle that such increment in land values as mentioned should go to the reduction of tax rates and the enhancement of life values for the benefit of those who create them—that is, all the people. He forecasts the time when land rents will abolish taxation altogether. This may not be obvious, since leases are allotted for 999 years and no periodical increases of the terms of these leases has been considered practical either at Letchworth or Welwyn. At Welwyn, however, the allocation of business leases is proceeding with great care, since the major increases in values usually occur in such connection in the normal town. It was seen at Letchworth that perpetual leases for business premises were hardly fair to the town, and that the town had some rights to share in the profits of private enterprise in commerce beyond the return from a cheap and perpetual lease.

It was, therefore, decided for the present to establish one great departmental store at Welwyn, controlled by the city, until the just principle for private trade, in relation to land values, should be discovered. There is no intention, we gather, to prohibit private trade, but there is also no intention to allow anybody to make fortunes overnight out of conditions created by the citizens themselves and at their expense. Exceedingly favorable terms are given to manufacturers—cheap leasehold land, cheap power, plenty of light and air and room for expansion and manufacturing is now well established.

It will be seen that the town has been founded, not on a gambling principle, by which five per cent may benefit exceedingly and ninety-five per cent get a bare and squalid livelihood. The making of the town has been studied as a scientific problem—the problem of the social organism—and the root ethical and economic principle has been and is, scientific humanism, justice and the “good life” for all.

Scientific and humanistic decency are to prevail. It is a new concept of civilization. As the belief that war *without* the social organism has been proved too criminal for continuance gains adherents so more men are believing that war *within* the social organism can be abolished and a better social life be fashioned for the whole community. The idea that working families must be crushed into sunless streets and squalid dwellings is not only being challenged, it is being annihilated.

Let us hear the man on the spot:

At Welwyn Garden City no gamble in rising values can ever take place, for the whole of the four square miles of land comprising the estate is in the hands of the freeholders, Welwyn

Garden City, Limited, who are virtually in the position of trustees for the future community. No individual can purchase a freehold site. Land is leased for 999 years and all leases contain covenants binding leaseholders, their executors, and assigns, not to use or let their dwellings for any other than residential purposes except by the written consent of the Company.

Some appreciation of residential values is certainly likely, and to these the lessees will be entitled, but the huge commercial values which elsewhere go into private pockets are here reserved for the community.

Further, ground rents are not subject to revision to the disadvantage of leaseholders, but are fixed for the whole period of the lease.

As for the residents—both present and potential—part of their share is already seen in the town's harmonious and orderly growth, its beauty of carefully preserved natural charm, of trees and hedges and timbered parklands; its modern main drainage, abundant and pure water supply; its cheap electricity; gas, low rates and assessments; its unique shopping centre; its splendid open spaces, recreation grounds, golf links, tennis courts, hockey, football and cricket pitches and many other amenities which, in variety and character, vie with those of much larger towns.

Nor is this all: Land at Welwyn Garden City is steadily appreciating, and in order that its increased value should be secured for the town and its citizens the Company has voluntarily restricted its maximum dividend to 7 per cent; surplus earnings of capital will be devoted to various public services.

This last object gives rise to the thought that the rates of Welwyn Garden City may some day be reduced to zero and the town become rate free. Why not? More seemingly impossible things have been attempted and accomplished ere today. When Sir Ebenezer Howard, less than thirty years ago, startled England by boldly declaring in his book “*To-morrow*” that Garden Cities were not only possible but feasible, certain skeptics said the idea was not practicable. Today Letchworth and Welwyn Garden Cities prove Sir Ebenezer to have been right.

### Planning for the Future in Washington, D.C.

The Committee of the American Society of Civil Engineers for co-operating with other organizations and promoting the future of the Federal City, consisting of Morris Knowles, chairman, and five other members, met on a number of occasions in 1925 to consider the provisions of a proposed planning measure for the District of Columbia and the views of persons interested in this legislation.

A meeting was called on December 2nd of that year by Mr. Frederick Delano, president of the American Civic Association to secure co-operative support of such a measure. There were present representatives of the American Society of Civil Engineers, the

American Institute of Architects, the National Conference on City Planning, the American Society of Landscape Architects, the Institute of Government research, the American Civic Association and influential Federal and District officials. The Engineers' Committee was represented on that occasion by four of its members. As a result of the conference it was agreed to advocate legislation by Congress and Bills were entered duly for this purpose.

Hearings were held in the House, January 25-26. H. R. 8820 was reported out as the Gibson Bill, February 3, and passed the House, February 9.

On the Senate side hearings were held on February 23. The Bill was favourably reported March 11 and passed the Senate early in April. After conference to adjust differences in the bill it was ratified by both Houses and approved by the President April 30.

On May 19th the President appointed the following civilian members of the Commission:

Frederick Law Olmstead, six years  
Frederick A. Delano, five years  
J. C. Nichols, four years  
Milton B. Meday, three years.

### City and Regional Planning in the United States

The following excerpt from a survey of City and Regional Planning in the United States to the end of 1925, published in the *American City Planning* some months ago, sets forth, not only the astonishing progress of City and Regional Planning in the United States but also the "tremendous impetus" given to the movement by the action of the Federal Advisory Committee on City Planning, appointed by Mr. Hoover, under the Division of Building and Housing, of the Department of Commerce:

"The year 1925 in City Planning shows a solid gain. If we are to continue for comparison with last year, our map, like the monthly business maps issued by the Chamber of Commerce of the United States, we can say for 1925 that, for lack of any city planning news received, only four states need be marked black, as against six in 1924. Twenty states as a whole must be marked in gray to show that their city planning rating was only fair, although six of these states contain large cities—Birmingham, Denver, New Orleans, Portland (Ore.), Seattle, and Salt Lake City—which have individually shown notable activity. Twenty-five states—as against twenty-two for 1924—and the Territory of Hawaii could be marked white to indicate that business was active. Maryland and New Jersey in spite of zoning disasters being kept in this list on account of broad port development, highway, and park system projects. In addition, California, Connecticut, Delaware, Florida, Illinois, Indiana, Iowa, Kansas, Massachusetts, Michigan, Minnesota, New York, North Dakota, Ohio, Pennsylvania, Rhode Island, Tennessee, Texas, Wisconsin, and the

District of Columbia repeat in the white list from 1924, while Georgia, Missouri, and North Carolina also appear.

"News is at hand from about four hundred and fifty cities and towns, a hundred more than for 1924 and two hundred more than for 1923. Of the sixty largest cities in the United States, only one (San Antonio) has not been heard from; and all the very largest, from Washington, D.C., up, have regional as well as municipal projects under way. Over a hundred of the four hundred and fifty communities reported have a population of less than five thousand. In Massachusetts during 1925 thirteen new planning boards have brought the state's total of active planning boards to seventy-seven, with fifteen also reported in the making. No other state can show so striking a record in proportion to its total population.

"Another striking figure reported for 1925, from the Division of Building and Housing of the Department of Commerce, reveals the number of people in the country living in zoned municipalities as over twenty-seven million. It is to be expected that the tremendous impetus to zoning given by the Department's Standard State Zoning Enabling Act will be followed by the promotion of more comprehensive city planning when the Department completes and puts forth its Standard Act permitting municipalities to create city plan commissions. \*

"In addition to the American City Planning Institute, there are some thirty national organizations listed in the *American City's* Municipal Index for 1925, which are known to be actively interested in problems of town and regional planning. Among the leaders in 1925 were the National Conference on City Planning, National Association of Real Estate Boards, the Chamber of Commerce of the United States, the American Civic Association, the American Society of Civil Engineers, the National Housing Association, the National Municipal League, and the National Safety Council.

"That city planning has become recognized as an absolute necessity appears from the staggering figures given for the economic losses caused by traffic congestion and traffic accidents, in large measure preventable or possible of correction. In the New York region \$1,000,000 per day is the estimated loss from traffic congestion; in Chicago the newest figures place the losses as \$120,000,000 for the past year. Boston loses over \$6,000,000 annually in trucking costs alone. Traffic congestion costs Cincinnati \$100,000 per day and the typical smaller city of Worcester \$35,000 per day. The actual cost of rectifying mistakes in the street system caused by poor subdividing in Des Moines is estimated at nearly \$2,000,000 in the last several years.

"The annual economic loss to the whole country from street and highway accidents is computed at over \$600,000,000. In St. Louis alone, not counting loss of time connection with injuries, traffic fatalities and accidents cost the community over \$5,000,000 yearly."

\*Now published.—Ed.